# Community Economic Profile

# Idaho County, Idaho

November 2004

Produced for the:

United States Department of Interior Bureau of Land Management Coeur d'Alene District Cottonwood Field Office Cottonwood, Idaho

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Idaho State Office

### With Special Thanks to:

- 1. Sonoran Institute Economic Profile System
- 2. Northwest Area Foundation Indicator Website
- 3. Idaho Department of Commerce & Labor Community Profiles

#### Introduction

Local economies throughout the rural West are in a state of flux. Traditional natural resource industries have seen much structural change in recent years, some caused by evolving technology and some by new restrictions on the use of public lands that reflect changing national values. People living in rural communities can become bewildered by the pace of change thrust upon them, and may be uncertain about the degree that national and regional issues have affected their community, and unclear about the direction that their community seems to be heading.

This report is a written version of a presentation given to leaders and residents of Idaho County in Grangeville on November 9, 2004 as part of a Community Economic Profile Workshop. The workshop was an informal effort by the BLM to initiate a dialogue around local economic development and the role public lands could play. A separate report details that meeting.

This document describes the local economic and demographic situation in Idaho County. It is not intended to be comprehensive, but to capture areas of significant change. The data provide a snapshot in time of the county, though some effort has been made to identify changes and trends. Data limitations make most of the description countywide; community-level observations are made where possible. This report tries to incorporate the observations of the meeting participants where it may provide insight into local developments.

This report is drawn from conventional secondary data sources such as the US Census Bureau and Bureau of Economic Analysis. Several data points were interpolated on the county business data to fill in data gaps. This report relies heavily on three compilations of Idaho data. They are the Economic Profile System maintained by Ray Rasker and the Sonoran Institute, the Indicator website maintained by Priscilla Salant and the Northwest Area Foundation, and Community and County Profiles developed and maintained by Alan Porter of the Idaho Department of Commerce and Labor. The report derives much from the Profile of Rural Idaho, first developed by the author in 1988.

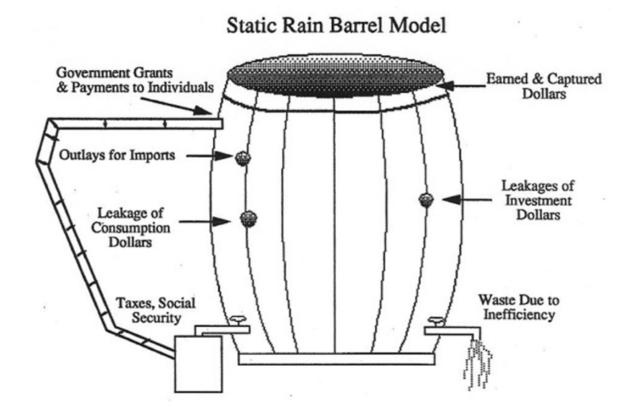
# A Simple Model of a Local Economy

Perhaps a good place to begin is with a simple explanation of how an economy works. The figure below is the *Static Rain Barrel Model* adapted from the work of David Darling at Kansas State University. Here the metaphor is that the level of economic activity, or prosperity, in a community is like the water level in an old wooden rain barrel.

Water flows into the rain barrel as dollars are earned or captured within the community. They come in the form of wages, sales, profits, and investments in "basic" or "export" industries. Economists call this Export Base Theory, and historically it referred to industries that created new wealth, often by capturing flows of value from the land. Crops

and livestock, timber, and minerals are produced from the land and sold to create a stream of local income. Manufacturing, which combines physical inputs at various stages of development with local labor and technology, is also a base industry providing new income. A basic industry is any business or individual who brings new money into the community from outside the community.

In more recent years, economists have recognized that services that are provided to markets outside the region, and services that are provided to visitors coming in from outside the region, also qualify as base industries producing streams of new revenue. Others are construction, government offices, retired persons, and wealthy persons. These basic economic activities are sometimes called "region-building." Such businesses are the preferred target of economic development efforts.



The wages and profits of these basic industries are often used to buy local goods and services from businesses and individuals who rely primarily on those purchases to make a living. Businesses and individuals who do not make their living from outside dollars are "nonbasic" or "region-filling" businesses. Examples of nonbasic businesses are grocery stores, car dealers, hairdressers, accountants, and other retailers or personal services. As the wages and profits of the basic industries turn over to local suppliers and nonbasic industries, part of this income may be passed around several times before it leaves the community. This is called the multiplier effect.

The more self-sufficient a community is, the more goods and services are purchased locally and the higher the multiplier effect. The higher the multiplier, the more a dollar circulates around a community prior to leaving. The more that happens, the greater the employment impacts of the base industry and the greater the prosperity of the community. In general the smaller the town and its retail sector, the smaller the multiplier. The national trend toward "big box" warehouse stores and the consolidation of health care toward regional medical centers are factors that may be causing multipliers in many smaller communities to become smaller over time.

The relationships of households and businesses in a community with whom they sell to or who they buy from are called **linkages**. The more linkages within a community, the higher the multiplier, and the greater the prosperity. Communities should examine linkages to find opportunities for bringing more economic activity into the community that is currently performed outside the community. To the degree that purchases of goods or services are made outside the community, these are called leakages. An often-overlooked leakage is that most financial investments tend to end up outside the rural community, in bonds or mortgages or shares of stock of national or multi-national firms.

It is often thought that payments for taxes or Social Security are a type of leakage out of the local economy. Most local government revenues and a large share of state tax dollars are spent in local communities supporting infrastructure, education, and government programs. Rural Western states have long received much more than a dollar for every dollar of Federal taxes. This is due to the geography of the West and the large number of highway miles, public lands, national parks, national labs, and military installations operated in remote areas. In many rural Western communities, public employers like federal agencies, schools, or hospitals are large and stable parts of the local economy.

The Rain Barrel and Community Economic Development. As water flows into the community bucket in the form of sales, wages and profits and circulates around the community, the prosperity level rises. This is economic/community development. If the bucket overflows, a community can build a bigger bucket (the community grows/infrastructure expands) or the community can build a better bucket (the quality of community facilities and lifestyles improves). So how can the community make its bucket overflow? The answer is simple. Increase the flow of dollars coming in, and plug the leaks.

Begin fixing the bucket by taking care of basic infrastructure needs. The quality of a community's education system, transportation facilities, utilities, health care and recreational facilities will affect the performance of existing businesses and will determine whether new businesses and individuals will move to or visit the community. For this reason, an infrastructure improvement strategy is essential to "fixing the bucket."

While the bucket is being improved, increase the flow of new dollars to the community by preserving existing businesses, helping them to expand, and by attracting new businesses and individuals to the community. Focus on basic or export industries in this effort. A business retention and expansion strategy and an economic diversification plan are essential for this reason; to identify opportunities to expand the flow of dollars into the community and raise the level of community prosperity.

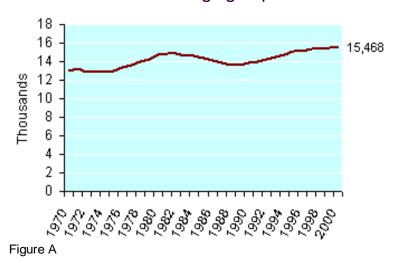
As a final strategy, **plug the leaks that allow prosperity to leave the community.** Leaks are caused by the fact that a community is not self-sufficient. Some leaks cannot be helped. A sawmill may need a new blade, but steel is not made in town. Some earnings will have to be spent outside the community to get that new blade. A community member might want a Ford pickup truck, but Ford trucks are not built in town. Community dollars have to go to Detroit to meet this need. Taxes must be paid (though a surprising amount comes back to the community as local services, salary and pension payments to individuals, or government grants). As such, there is nothing that can be done about those leaks, but there are some leaks that can be plugged.

Leaks that can be plugged are local households that go out of town to buy goods and services that are available in town or could easily be provided. Each nonbasic business patches a potential leak in the community bucket. When out-of-town business purchases of some good or service, e.g., machine tooling or accounting, are large enough to sustain a local supplier, a leak can be identified and plugged. Other leaks are local savings that are invested outside the community because there is a lack of opportunity to invest at home. Leaks can be plugged by providing the goods and services that are missing. Sometimes the community must be convinced a service is available and of the quality and price they desire, e.g. using the local hospital. The community can also plug leaks by taking local savings and making wise investments in new businesses or business expansions.

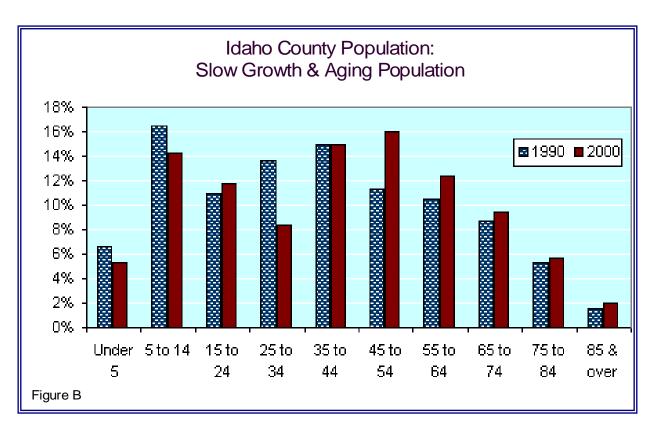
# Idaho County Population: Slow Growth & Aging Population

At first glance, Idaho County's demographics appear as those of a stable region with a mature economy. In 2003, Idaho County had a population on 15,468, ranking 32<sup>nd</sup> among the State's 44 counties(see Figure A). It had grown by 0.6% annually since its 1970 population of 12,964. This is a much slower rate than the State of Idaho or the U.S. It lost nearly one hundred residents from 2000-2003. The county's largest communities county seat of Grangeville with a 2002 population of 3,160, and Cottonwood with population 936.

# Idaho County Population: Slow Growth & Aging Population



In 2000, the Elk City area was estimated to hold a population of 743. Idaho County is extremely rural, with a population density of only 1.8 persons per square mile.



A look at Idaho County's population by age group from 1990 to 2000 (Figure B) shows a sharp decline in young adults aged 25-34, mirrored by declines in children. Meanwhile the groups aged 45 and older have risen in the last decade. Both these observations were validated by the anecdotal evidence of workshop participants. The flight of young adults from the Elk City area was thought to have continued at a high rate into 2004, while several people had observed an influx of young retirees into the county. The aging of Idaho County is underscored by the fact that the median age of Idaho County is 42.3 years, compared to 33.2 years for the State of Idaho, and 35.3 years for the United States.

Idaho County is predominately a white community. It's population reports itself 94.1% Caucasian versus 91% for the State as a whole. Native Americans numbered 448 in the 2000 Census, making them Idaho County's largest minority with 2.9% of the population.

# **Idaho County Migration Patterns**

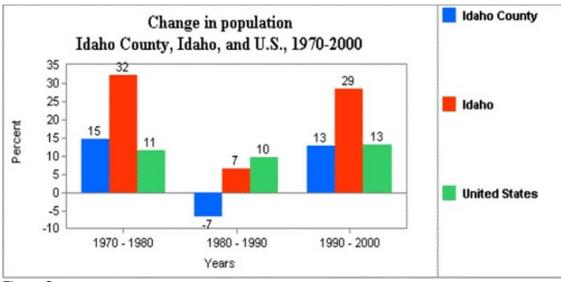
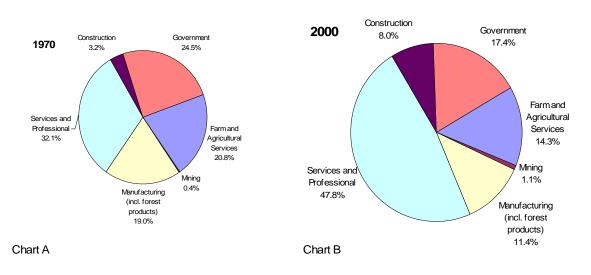


Figure C

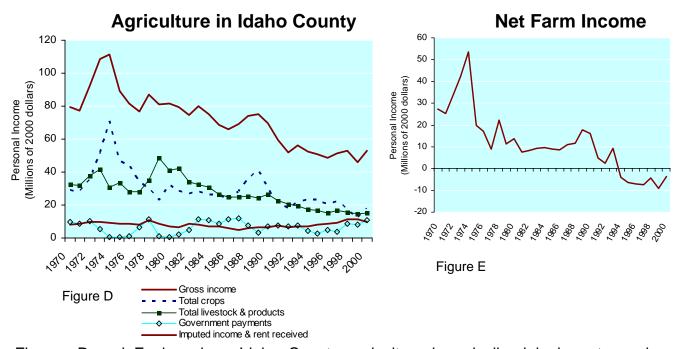
Idaho County mirrors much of rural Idaho in terms of population migration. When the State of Idaho experiences a strong in-migration, Idaho County sees a shadow effect at half or less the state rate (see Figure C). When Idaho's growth slowed, as during the 1980s, Idaho County experienced out-migration.

# An Economy in Transition



The two pie charts in Charts A and B show snapshots from 1970 and 2000 of Idaho County employment by industry. In these thirty years 3,044 new jobs were added within Idaho County, from 5,125 to 8,169 in 2000. The shifts in the size of various slices of the economic pie reveal a number of significant trends. The relative decline in importance of

the traditional natural resource industries of agriculture and forest products can be seen as Farm and Agricultural Services declined from 20.8% in 1970 to 14.3% in 2000, and Manufacturing (which includes forest products) declined from 19.0% to 11.4% of Idaho County's employment.

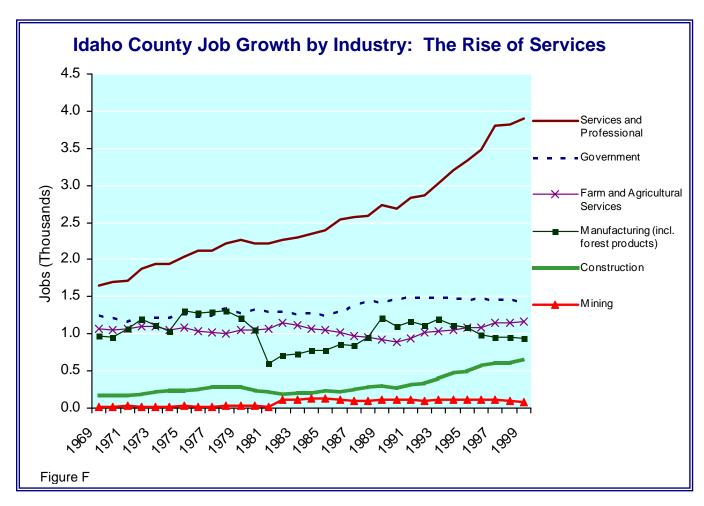


Figures D and E show how Idaho County agriculture has declined in importance in inflation-adjusted terms. Both crop and livestock receipts have fallen, with net farm income negative in recent years.

It may come as a surprise that the government sector declined significantly from 24.5% in 1970 to 17.4% of employment in 2000. This is caused not only by tight budgets at the federal, state, and local levels, but also by technology improvements in information management that allow programs to be run more efficiently.

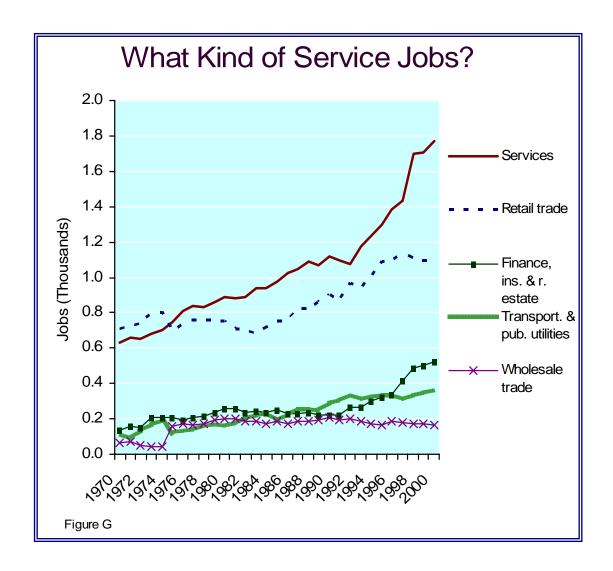
The rise of construction from 3.2% to 8.0% may not be a permanent change, so much as mirroring new home construction for in-migrants and renewed investments in road building.

Perhaps the biggest change is the increase in the employment share for services and professional jobs from 32.1% in 1970 to 47.8% in 2000.



Of the 3,044 net new jobs created since 1970, 2,260, or 74%, were in service-producing areas of the economy (see Figure F). What kind of service jobs are these? Are they the low-wage hamburger-flippers and motel maids one often reads about? Figure G below shows how different types of service sectors have growth over time. By far, the most and fastest growth has been in the area of professional services. These include jobs in business services, health care, legal, engineering, and management services. A second sector showing rapid growth since 1990 is Finance, Insurance, and Real Estate (FIRE). These two sectors account for nearly half the employment growth since 1970, and both pay mid-to-higher level wages.

Two national trends may account for some of the rapid growth in business services—large corporations have been increasing their outsourcing to temp agencies and specialty firms, and call centers have become significant employers in the last decade or so.



An important concept to mention is the role of proprietors in Idaho County's economy. These are self-employed person operating as sole ownerships, partnership, or tax-exempt corporations. Of the county's 8,169 jobs in 2000, wage and salary employees account for 4,727 and proprietors account for 3,442 (see Figure H below). This very high rate of self-employment, 42%, ranks seventh among Idaho's 44 counties, and is more than double the national self-employment rate (see Figure I).

Why are there so many proprietors? Of course, all small businesses have an owner who is a proprietor even if they have employees. Another driver is the growing trend toward entrepreneurship. And within Idaho County, some industries may be organized toward sub-contractors as a means of avoiding employee costs and adding flexibility. Gyppo loggers, guides, and custom farming operations may be examples. Finally in Idaho County, note that the rise in proprietors roughly corresponds to the closing of the sawmill in Grangeville.

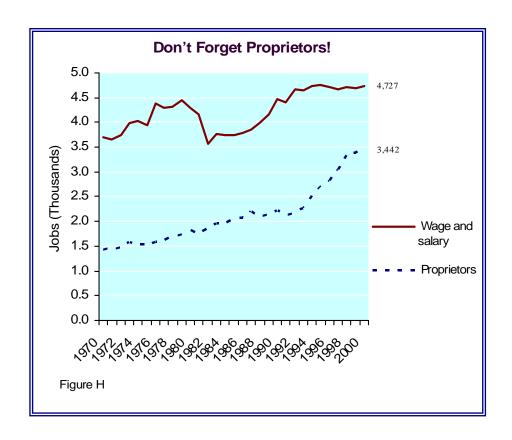
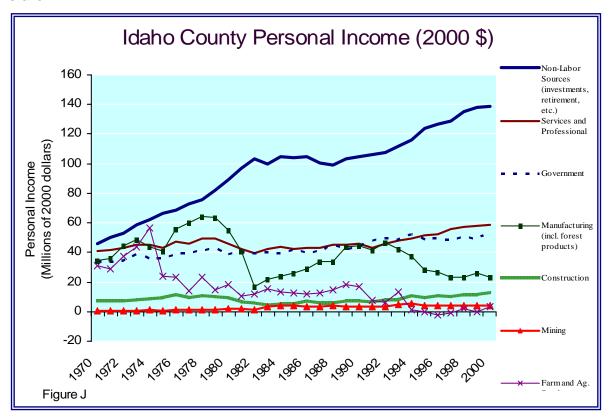




Figure I

### Looking at Personal Income

Employment measures only tell part of the economic story of a region. Remember the rain barrel; there is money flowing into the area from other sources than wages and salaries. Economists say that personal income equals consumption expenditures, plus investment, plus government expenditures, plus exports less imports. However, let's begin by looking at personal income deriving from the different industry groups (Figure J). Personal income will remove the variable of different wage rates as we examine how important industry sectors are.



One is immediately drawn to the rapid growth in non-labor sources of income. However, there is also the slower steady growth of services, construction, and government sectors, while manufacturing and agriculture have both declined in the 1990s.

Two other graphs in Figure K make much the same points. The bar graph on the left shows changes in personal income among sectors from 1970-2000. The pie chart shows how non-labor income now accounts for nearly half of Idaho County personal income. Dividends, interest, and rent are the returns to fixed assets. They are generally a very steady source of personal income. Their rise may reflect an influx of the senior citizens who own the majority of such assets. Another speculation would be an increase in the amount of farmland rented to others for operation.

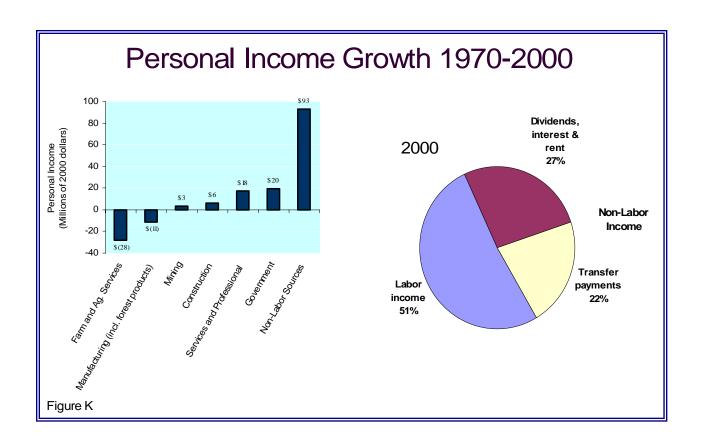


Table A below allows the reader a closer look at the data for personal income changes in Idaho County between 1990 and 2000. Note the 40% decline in what the Sonoran Institute called the Transformative Sector, or the traditional engines of growth. Yet a 25% growth in the distributive sector, 59% growth in producer services led by finance, insurance, and real estate, 85% growth in income from social services, and a 21% growth in government services all have combined to allow Idaho County an overall 11% gain in personal income in the decade of the 1990s.

Table A

Total Personal Income   257,794   285,745   27,951   11%	All figures in thousands of 2000					% of New
LABOR INCOME   Transformative   Transf	dollars.	1990	2000	New Income	% Change	Income
Transformative   Agriculture   16,725   3,337   -13,388   Mining   3,233   3,833   600	Total Personal Income	257,794	285,745	27,951	11%	
Agriculture	LABOR INCOME					
Mining         3,233         3,833         600           Construction         7,233         12,644         5,411           Manufacturing         44,743         23,577         -21,166           Total         71,934         43,391         -28,543         -40%         N           Distributive           Transportation & public utilities         7,862         12,724         4,862           Wholesale Trade         5,404         3,819         -1,585           Total         13,266         16,543         3,277         25%         12*           Retail Trade         13,423         13,905         482         4%         2*           Consumer Services           Hotels & Other Lodging         763         1,146         383           Personal Services         1,323         1,378         55           Household Services         1,363         173         37           Repair Services         3,005         1,685         -1,320           Motion Pictures         444         239         -205           Amusements & Recreation         673         1,494         821           Total         6,344         6,115         -229	Transformative					
Construction         7,233         12,644         5,411           Manufacturing         44,743         23,577         -21,166           Total         71,934         43,391         -28,543         -40%         N           Distributive           Transportation & public utilities         7,862         12,724         4,862           Wholesale Trade         5,404         3,819         -1,585           Total         13,266         16,543         3,277         25%         125           Retail Trade         13,423         13,905         482         4%         25           Consumer Services           Hotels & Other Lodging         763         1,146         383         7         383         7         25%         125         4%         25         25         4%         25         25         125         4%         25         25         125         4%         25         25%         125         4%         25         25         125         4%         25         25         125         4%         25         25         125         4%         25         25         125         4%         25         25         125	Agriculture	16,725	3,337	-13,388		
Manufacturing Total         44,743         23,577         -21,166           Total         71,934         43,391         -28,543         -40%         N           Distributive           Transportation & public utilities         7,862         12,724         4,862           Wholesale Trade         5,404         3,819         -1,585           Total         13,266         16,543         3,277         25%         12°           Retail Trade         13,423         13,905         482         4%         2°           Consumer Services           Hotels & Other Lodging         763         1,146         383           Personal Services         1,323         1,378         55           Household Services         136         173         37           Repair Services         3,005         1,685         -1,320           Motion Pictures         444         239         -205           Amusements & Recreation         673         1,494         821           Total         6,344         6,115         -229         -4%         N           Producer Services           Business Services         665         859         194	Mining	3,233	3,833	600		
Total         71,934         43,391         -28,543         -40%         N           Distributive         Trigst 4,391         -28,543         -40%         N           Transportation & public utilities         7,862         12,724         4,862         4862<	Construction	7,233	12,644	5,411		
Distributive         Transportation & public utilities         7,862         12,724         4,862           Wholesale Trade         5,404         3,819         -1,585           Total         13,266         16,543         3,277         25%         125           Retail Trade         13,423         13,905         482         4%         25           Consumer Services         Hotels & Other Lodging         763         1,146         383         883         983         <	Manufacturing	44,743	23,577	-21,166		
Transportation & public utilities         7,862         12,724         4,862           Wholesale Trade         5,404         3,819         -1,585           Total         13,266         16,543         3,277         25%         12°           Retail Trade         13,423         13,905         482         4%         2°           Consumer Services         Hotels & Other Lodging         763         1,146         383         85           Household Services         1,323         1,378         55         5         140         5         6         6         6         1,320         6         6         6         1,320         6         6         6         1,320         6         6         6         1,320         6         6         6         1,320         6         6         6         1,320         6         6         6         1,320         6         6         6         1,320         6         6         6         1,320         6         6         6         1,320         6         6         6         1,320         6         6         6         1,444         821         1         7         7         7         7         7         7	Total	71,934	43,391	-28,543	-40%	NA
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Total         13,266         16,543         3,277         25%         12°           Retail Trade         13,423         13,905         482         4%         2°           Consumer Services         1         3,905         482         4%         2°           Consumer Services         1         3,905         1,466         383         8         8         8         8         8         8         8         8         8         8         8         8         2         2         8         1         8		5,404	3,819	-1,585		
Retail Trade         13,423         13,905         482         4%         25           Consumer Services         Hotels & Other Lodging         763         1,146         383         Personal Services         1,323         1,378         55         5         4         4         4         4         55         5         4         4         4         4         55         4         5         4         4         4         7         3         7         3         7         8         7         3         7         8         7         8         7         8         7         8         7         8         7         8	-	•		3,277	25%	12%
Consumer Services         Hotels & Other Lodging         763         1,146         383           Personal Services         1,323         1,378         55           Household Services         136         173         37           Repair Services         3,005         1,685         -1,320           Motion Pictures         444         239         -205           Amusements & Recreation         673         1,494         821           Total         6,344         6,115         -229         -4%         N           Producer Services           Finance, Insurance & Real Estate         3,021         6,508         3,487           Legal Services         665         859         194           Business Services         1,534         1,597         63           Engineering & Management Services         673         861         188           Membership Organizations         926         1,003         77           Total         6,819         10,828         4,008         59%         149           Social Services           Health Services         5,794         9,968         4,174           Social Services         86         730         644 </td <td></td> <td></td> <td></td> <td>482</td> <td>4%</td> <td></td>				482	4%	
Hotels & Other Lodging   763		13,423	13,903	402	770	∠70
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Producer Services         Finance, Insurance & Real Estate         3,021         6,508         3,487           Legal Services         665         859         194           Business Services         1,534         1,597         63           Engineering & Management Services         673         861         188           Membership Organizations         926         1,003         77           Total         6,819         10,828         4,008         59%         149           Social Services         5,794         9,968         4,174         4,174         4,174         5,174 <t< td=""><td></td><td></td><td></td><td></td><td></td><td></td></t<>						
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Legal Services       665       859       194         Business Services       1,534       1,597       63         Engineering & Management Services       673       861       188         Membership Organizations       926       1,003       77         Total       6,819       10,828       4,008       59%       149         Social Services         Health Services       5,794       9,968       4,174         Social Services       86       730       644         Educational Services       101       346       245         Total       5,982       11,044       5,062       85%       189         Government Services         Federal, Civilian       25,212       28,956       3,744         Military       1,101       885       -216         State and Local       18,273       23,934       5,661	Producer Services					
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Engineering & Management Services       673       861       188         Membership Organizations       926       1,003       77         Total       6,819       10,828       4,008       59%       149         Social Services         Health Services       5,794       9,968       4,174         Social Services       86       730       644         Educational Services       101       346       245         Total       5,982       11,044       5,062       85%       189         Government Services         Federal, Civilian       25,212       28,956       3,744         Military       1,101       885       -216         State and Local       18,273       23,934       5,661	Legal Services	665	859	194		
Membership Organizations         926         1,003         77           Total         6,819         10,828         4,008         59%         149           Social Services           Health Services         5,794         9,968         4,174           Social Services         86         730         644           Educational Services         101         346         245           Total         5,982         11,044         5,062         85%         189           Government Services         Federal, Civilian         25,212         28,956         3,744           Military         1,101         885         -216           State and Local         18,273         23,934         5,661	Business Services	1,534	1,597	63		
Total 6,819 10,828 4,008 59% 149  Social Services Health Services 5,794 9,968 4,174 Social Services 86 730 644 Educational Services 101 346 245 Total 5,982 11,044 5,062 85% 189  Government Services Federal, Civilian 25,212 28,956 3,744 Military 1,101 885 -216 State and Local 18,273 23,934 5,661	Engineering & Management Services	673	861	188		
Social Services         Health Services       5,794       9,968       4,174         Social Services       86       730       644         Educational Services       101       346       245         Total       5,982       11,044       5,062       85%       189         Government Services       Federal, Civilian       25,212       28,956       3,744         Military       1,101       885       -216         State and Local       18,273       23,934       5,661	Membership Organizations	926	1,003			
Health Services       5,794       9,968       4,174         Social Services       86       730       644         Educational Services       101       346       245         Total       5,982       11,044       5,062       85%       189         Government Services       Federal, Civilian       25,212       28,956       3,744         Military       1,101       885       -216         State and Local       18,273       23,934       5,661	Total	6,819	10,828	4,008	59%	14%
Health Services       5,794       9,968       4,174         Social Services       86       730       644         Educational Services       101       346       245         Total       5,982       11,044       5,062       85%       189         Government Services         Federal, Civilian       25,212       28,956       3,744         Military       1,101       885       -216         State and Local       18,273       23,934       5,661	Social Services					
Social Services       86       730       644         Educational Services       101       346       245         Total       5,982       11,044       5,062       85%       189         Government Services         Federal, Civilian       25,212       28,956       3,744         Military       1,101       885       -216         State and Local       18,273       23,934       5,661		5,794	9,968	4,174		
Educational Services         101         346         245           Total         5,982         11,044         5,062         85%         189           Government Services           Federal, Civilian         25,212         28,956         3,744           Military         1,101         885         -216           State and Local         18,273         23,934         5,661				644		
Government Services       Federal, Civilian     25,212     28,956     3,744       Military     1,101     885     -216       State and Local     18,273     23,934     5,661	Educational Services	101	346	245		
Federal, Civilian       25,212       28,956       3,744         Military       1,101       885       -216         State and Local       18,273       23,934       5,661	Total	5,982	11,044	5,062	85%	18%
Federal, Civilian       25,212       28,956       3,744         Military       1,101       885       -216         State and Local       18,273       23,934       5,661	Government Services					
Military       1,101       885       -216         State and Local       18,273       23,934       5,661		25 212	28 956	3.744		
State and Local 18,273 23,934 5,661						
	Total	44,586	53,775	9,189	21%	33%

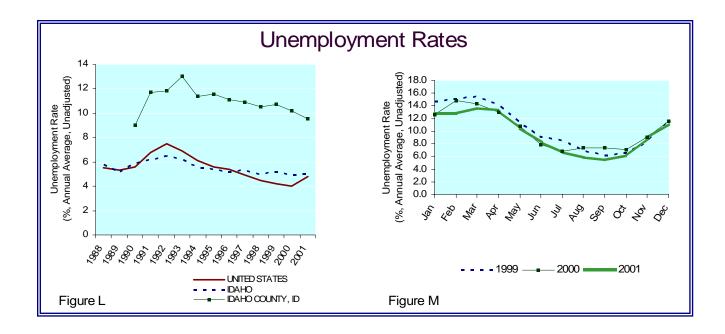
Transfer payments are the other piece of non-labor income, and they amount to 22% of Idaho County's personal income. Table B below displays various components of transfer payments in Idaho County and how they have changed over time. Some readers might think of "welfare payments" when they hear the expression "transfer payments." However, the table shows that "welfare" only accounts for eight per cent of transfer payments in 2000, with unemployment insurance benefits adding another four percent. Instead, retirement and medical payments account for 80% of transfer payments.

Table B

All figures in millions of 2000 dollars	1970	% of Total TP	1980	% of Total TP	2000	% of Total TP	New Payments 1970 to 2000	% of New Payments
Total transfer payments	18.0		34.0		61.7		43.7	
Government payments to individuals	16.6	92%	31.9	94%	58.9	95%	42.3	97%
Retirement & disab. insurance benefit payments	9.2	51%	17.8	52%	30.9	50%	21.7	50%
Medical payments	1.94	11%	4.62	14%	18.62	30%	16.7	38%
Income maintenance benefit payments ("welfare")	1.2	7%	2.9	8%	5.1	8%	3.9	9%
Unemployment insurance benefit payments	1.8	10%	4.5	13%	2.3	4%	0.5	1%
Veterans benefit payments	2.3	13%	1.8	5%	1.7	3%	(0.6)	NA
Federal educ. & trng. asst. pay. (excl. vets)	0.1	0.6%	0.2	0.5%	0.2	0.2%	0.0	0%
Other payments to individuals	-	0.0%	0.1	0.2%	0.1	0.2%	0.1	0%
Payments to nonprofit institutions	0.8	4%	1.2	4%	1.6	3%	0.8	2%
Business payments to individuals	0.6	3%	0.9	3%	1.2	2%	0.6	1%

#### Effects on Households

So far, the analysis has looked at big patterns within the county economy. Let's begin to focus in on individual families. Unemployment rates are a good place to begin. Figure L shows how unemployment in Idaho County is persistently higher than the state or nation. In this trend, Idaho County matches or even exceeds the rest of rural Idaho. A roughly two per cent higher unemployment rate persists across most of rural Idaho throughout the economic cycles of growth and recession. This gap can be even larger in the more isolated rural counties, such as Idaho County



In addition, timber counties often have the highest unemployment rates, and that rate fluctuates across the year. Figure M on the right shows how Idaho County's unemployment rate has a seasonal variation of more than six percentage points annually.

The unemployment rate measures those out of work who are pursuing work. Figure N below shows that fewer adults of working age are even pursuing employment in Idaho County. Labor force participation has been consistently lower than the state or nation over the last twenty years.

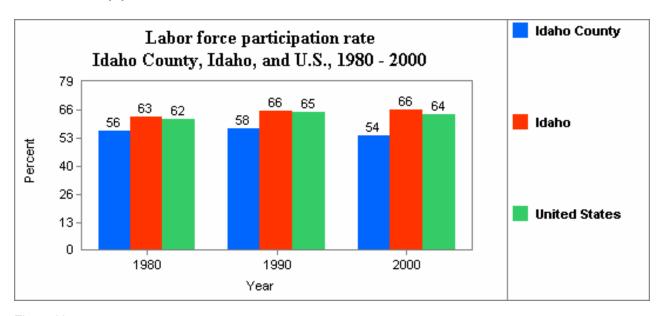
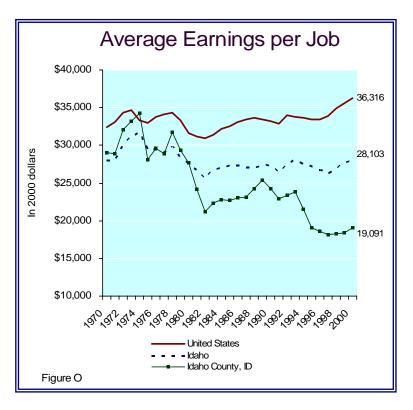
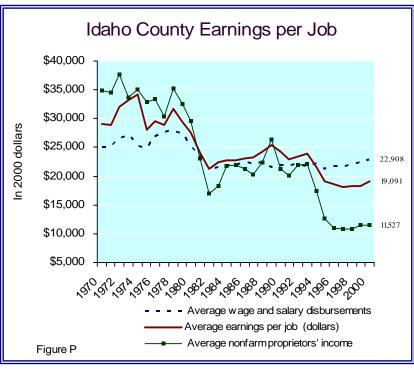


Figure N
Those who do work in Idaho County earn significantly less than the State of Idaho or United States average, as Figure O demonstrates. In fact, Idaho County earnings per job is less than 53% of the national average.

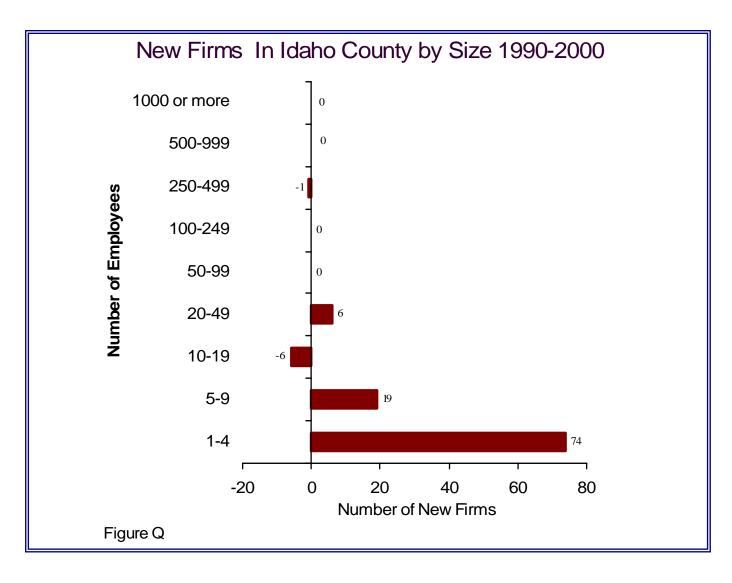


Looking more closely at Idaho County earnings per job, Figure P shows how the decline in county earnings per job is being caused by a decline in proprietors' income from over \$25,000 per proprietor in 1990 to \$11,527 in 2000. As a group, proprietor's income has shrunk by 37% from \$46 million in 1990 to \$29 million in 2000.



Workshop participants connected this decline in proprietors' income to the mill closure in 1993. Many workers were retrained during that period and opened small businesses in an attempt to remain in Idaho County. The income of these survival-motivated businesses may be lower than average. In fact, local residents felt it was very common for people in Idaho County to hold more than one job, or to hold a job and run a family business on the side. This would have the effect of pulling earnings per job downward. A second speculation was that some of the new business start-ups may be under-reporting income by engaging in the underground economy of cash transactions and barter. A third hypothesis is that many young retirees are moving into the area, who may start up part-time, often amenity or creative, businesses to supplement their fixed incomes with a second career.

This attempt to increase family income and stay in the area can be documented by a surge in entrepreneurship in the 1990s. Figure Q shows new firms by size. The vast majority has only one to four employees, and nearly all are under ten employees.



If holding multiple jobs was a successful strategy, progress would be noted in median household income. Unfortunately, median household income in Idaho County has declined in real (inflation-adjusted) terms from \$35,333 in 1979 to \$30,356 in 1999 (see Figure R). Meanwhile, household income in Idaho and the U.S. grew slightly in real dollars. Idaho County now ranks 41 of 44 counties in this measure.

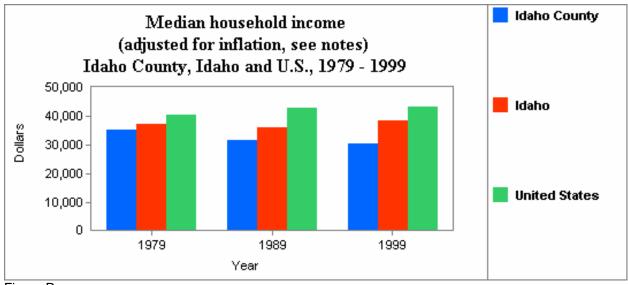


Figure R

The data on earnings per job and household income logically flow into county poverty rates. While Idaho County has long had poverty rates above the state average, the gap has increased in the last Census to over four percentage points (see Figure S).

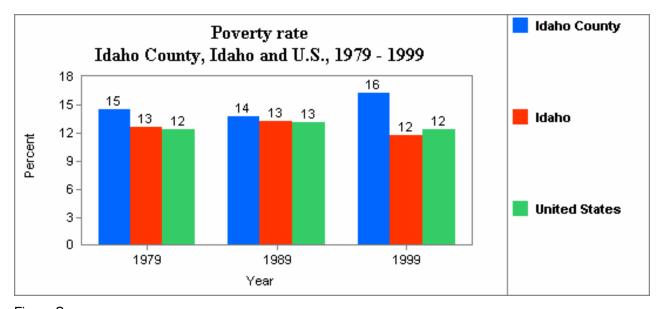


Figure S

The rise in poverty for children under 18 years of age has been especially sharp in Idaho County in the 1990s, as shown below in Figure T. The youth poverty rate of 21% ranks Idaho County 40<sup>th</sup> of 44 counties in the State. Another good measure of youth poverty is the proportion of students qualifying for free or reduced school lunches based on family income. In Cottonwood Schools this rate has risen over the last several years to 51% in 2002-3. In Grangeville Schools that rate is 48%, and a workshop participant asserts the rate is 84% in Elk City.

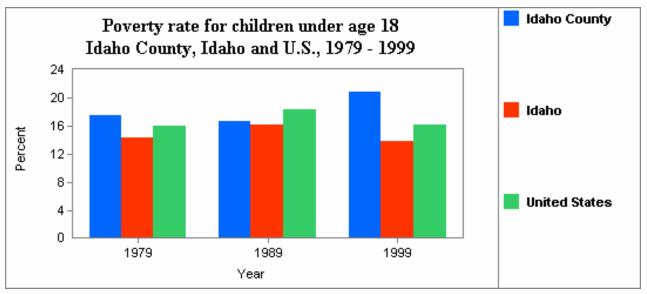


Figure T

Note that the poverty rate for senior citizens aged 65 and older is only ten percent, and Idaho County ranks 28<sup>th</sup> among counties for this age group. This evidence reinforces the notion that seniors moving into the area have higher incomes, especially from pensions, and dividends, interest and rent on their portfolio of owned assets.

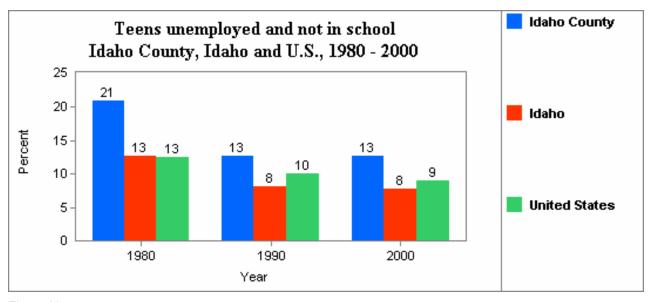
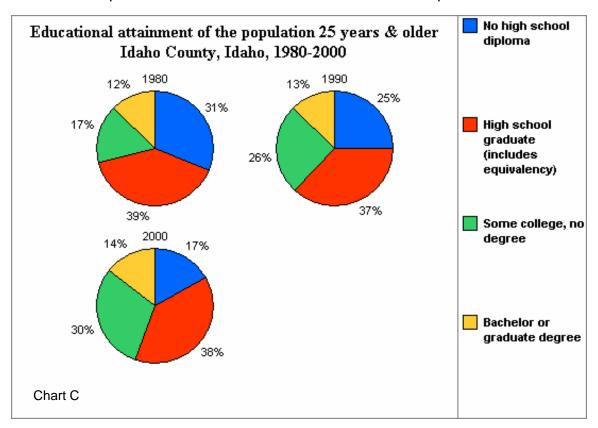


Figure U

An interesting phenomenon in Idaho County is that it has persistently had a higher number of teenagers aged 16-19 years old not in school and unemployed (Figure U). When asked about this, workshop participants noted that families in Elk City and other remote parts of the county are faced with a choice of sending their high school age teens off to board in Grangeville and attend school, or keeping them home. They may be unofficially homeschooled and then pass their GED exams in lieu of a traditional diploma.



This theory seems to be supported by the progress show in the pie charts on educational attainment over time (Chart C). Note that the proportion of Idaho County's population with no high school diploma has declined from 31% in 1980 to 17% in 2000. That 17% compares to 15.3% with no high school diploma in the State of Idaho and 19.6% for the U.S. Meanwhile, the fraction with some college education in Idaho County has increased from 17% to 30% in the last twenty years. Workshop participants felt that the training programs offered after the mill closure in 1993 had a positive effect here.

#### Access to Health Care

A statistic where Idaho County has long lagged is in the number of physicians providing health care (see Figure V). The enormous physical size of Idaho County and the low number of doctors makes physical access to health care difficult in many corners of the county, let alone financial access. It particularly may cause problems with medical response to accidents. Yet workshop participants engaged in a spirited debate on this

issue. Several felt that the rural lifestyle gave residents a physical vitality that allowed lower levels of health care. Nevertheless, this gap in service may prove an obstacle going forward as more retirees move into the area.

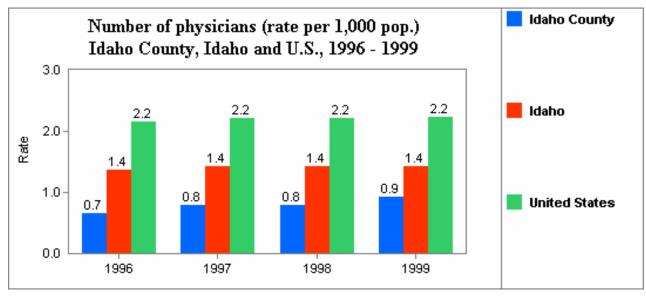


Figure V

#### **Crime Rates**

Finally, low crime rates are very positive measures for Idaho County. Figure W below shows how Idaho County has sharply less total crimes than the State or the U.S. The same trend shows for property crimes or violent crimes.

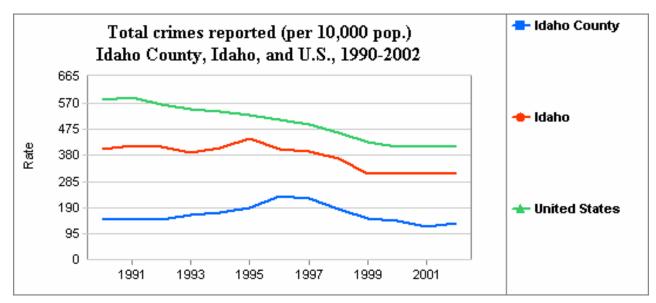


Figure W

BLM administers 94,870 acres in Idaho County, which is managed for multiple uses for the people of the United States. This is a much smaller holding in Idaho County than the US Forest Service. Yet as Figures X and Y demonstrate, the BLM Cottonwood Field Office makes a significant contribution to the local economy of 19 permanent and another 19 temporary jobs in 2004.

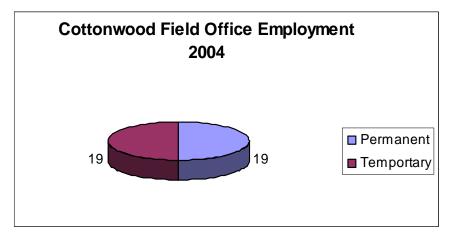


Figure X

The Cottonwood Field Office of BLM had a 2004 total budget of \$2.83 million, with a payroll of \$1.3 million and an operations budget of \$1.5 million, as seen in Figure Y.

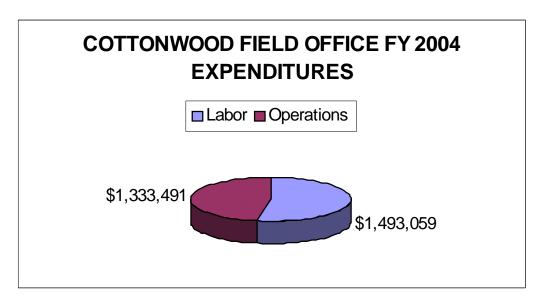


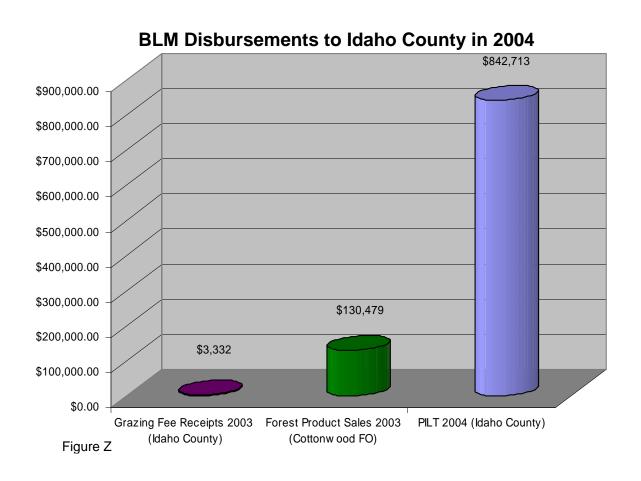
Figure Y

BLM disbursements within Idaho County include \$3,332 in grazing receipts. This amount is modest due to the fact that grazing activity is not a dominant part of BLM management within the county.

Forest product sales for the Cottonwood Resource Area summed to \$130,479 in 2003 which includes the counties of Clearwater, Idaho, Latah, Lewis, Nez Perce, and a small fraction of Adams County to the south.

Finally, BLM disburses Payments-In-Lieu of-Taxes (PILT) to counties for all federal lands. These amounted to \$842,713 for Idaho County in 2004. Congress appropriates PILT payments each year. The formula used to compute the payments is contained in the PILT Act and is based on population, receipt sharing payments, and the amount of Federal land within an affected county. PILT payments are in addition to other Federal revenues (such as oil and gas leasing, livestock grazing, and timber harvesting) that the Federal Government transfers to the States.

PILT payments help local governments carry out such vital services as firefighting and police protection, construction of public schools and roads, and search—and-rescue operations. The payments are made annually for tax-exempt Federal lands administered by the BLM, the National Park Service, the U.S. Fish and Wildlife Service (all agencies of the Interior Department), the U.S. Forest Service (part of the U.S., Department of Agriculture), and for Federal water projects and some military installations.



In addition, BLM contributes a great deal of recreational opportunities to Idaho County. Chief among these is the management of water-based recreation on the Lower Salmon River. This stretch receives heavy use for both day and longer trips as it is the only remaining portion of the Salmon which is self-permitted.



#### **Conclusion**

Idaho County is a large, relatively remote part of north-central Idaho. It is one of many areas in the rural West whose economy is in transition. Agriculture is a mature and stable industry, and the timber industry has declined significantly in

the last decade. While value-added efforts may yield employment and income gains, the vast majority of recent growth has come in the diverse service sectors, especially professional services and fire, insurance, and real estate (FIRE).

Nearly half the county's personal income is coming from the non-labor components of dividend, interest, and rent and transfer payments. This points to the quiet transformation that is occurring as younger retirees and second career couples move into the area. These in-migrants drive a vigorous construction sector, and appear to provide some of the impetus for large shares of self-employment and proprietor's income. Self-employment also rose in the wake of a major sawmill closure. Residents are reluctant to leave Idaho County, but some younger adults have left to find employment to support young families. The future of Idaho County's economy seems to lay in the success of these small businesses, the growth of services to newcomers and senior citizens, the growth of export services, and building on the agriculture, value-added timber, and tourism base that now exists. The future will no doubt bring new challenges, but the people of Idaho County have built a tenacious history of adapting and surviving in this beautiful part of Idaho.

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